



Security Council

Sixty-ninth year

Provisional

7094th meeting

 Monday, 13 January 2014, 10 a.m.
 New York

<i>President:</i>	Prince Zeid Ra'ad Zeid Al-Hussein	(Jordan)
<i>Members:</i>	Argentina	Mrs. Perceval
	Australia	Ms. King
	Chad	Mr. Cherif
	Chile	Mr. Errázuriz
	China	Mr. Liu Jieyi
	France	Mr. Araud
	Lithuania	Ms. Murmokaite
	Luxembourg	Ms. Lucas
	Nigeria	Mr. Sarki
	Republic of Korea	Mr. Oh Joon
	Russian Federation	Mr. Churkin
	Rwanda	Mr. Gasana
	United Kingdom of Great Britain and Northern Ireland	Sir Mark Lyall Grant
	United States of America	Ms. Power

Agenda

The situation concerning the Democratic Republic of the Congo

Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (S/2013/757)

Report of the Secretary-General on the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region (S/2013/773)

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The meeting was called to order at 10.10 a.m.

Adoption of the agenda

The agenda was adopted.

The situation concerning the Democratic Republic of the Congo

Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (S/2013/757)

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The President (*spoke in Arabic*): In accordance with rule 39 of the Security Council's provisional rules of procedure, I invite Mr. Martin Kobler, Special Representative of the Secretary-General for the Democratic Republic of the Congo and Head of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, to participate in this meeting.

In accordance with rule 39 of the Council's provisional rules of procedure, I invite Mrs. Mary Robinson, Special Envoy of the Secretary-General for the Great Lakes Region of Africa, to participate in this meeting.

On behalf of the Council, I welcome Mrs. Robinson, who is joining today's meeting via video-teleconference from Kinshasa.

The Security Council will now begin its consideration of the item on its agenda.

I wish to draw the attention of Council members to document S/2013/757, which contains the report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo.

I also wish to draw the attention of Council members to document S/2013/773, which contains the report of the Secretary-General on the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region.

I now give the floor to Mr. Kobler.

Mr. Kobler: I would like to express, at the outset, my sincere congratulations to Jordan for taking up the presidency of the Security Council for the month of January. At the same time, I would like to extend my best wishes to all the new members of the Security Council and, to those who celebrate the birthday of the Prophet, my deepest respects today.

(spoke in French)

It was just a month ago that I briefed the Security Council on the most recent political and military developments in the Democratic Republic of the Congo, which demonstrates the Council's deep interest in the United Nations Organization Stabilization Mission in the Democratic People's Republic of the Congo (MONUSCO). Today I will share with the Council an overview of the latest developments in the Democratic Republic of the Congo and the outlook for 2014.

Previously, I spoke in the future tense, but now I can speak in the present and even the past tense. The Kampala dialogue has been concluded in Nairobi. The Forces armées de la République démocratique du Congo, supported by the MONUSCO Intervention Brigade, are conducting operations directed against the armed groups. The Government of the Democratic Republic of the Congo has adopted its disarmament, demobilization and reintegration plan and, at this very moment, MONUSCO is being fully deployed towards the east to bolster its civil presence in the conflict-affected areas. Naturally, much remains to be done, but there can be no doubt that we are making progress.

(spoke in English)

Nevertheless, we have to add a word of caution here. After the security incidents of 30 December, the spirit of optimism following the conclusion of the national dialogue, the defeat of the Mouvement du 23 mars (M-23) and President Kabila's tour of the east, have given way somewhat to a sense of fragility. It is therefore more important than ever that we stay committed to preventing a rollback of what has been achieved.

The year 2013 was marked by three significant milestones: the signature of the Peace, Security and Cooperation Framework agreement; the adoption of resolution 2098 (2013), which created the MONUSCO Intervention Brigade, with a robust mandate; and the unwavering international cohesion exemplified by the team of Special Envoys.

Allow me to highlight the relentless efforts of the Special Envoy of the Secretary-General, Mary Robinson. Together with the Special Envoys of the African Union, the European Union and the United States, she has created a positive dynamic and brought together all the key stakeholders towards open and continuous dialogue for durable peace and sustainable stability. We are cooperating in an exemplarily close way.

The year 2013 also marked important accomplishments for MONUSCO. We have been able to conduct more robust military operations. We have made it clear that there would be no cohabitation with armed groups — any of them. Our position is clear. We are in the Democratic Republic of the Congo not to react, but to act; we are there not to deter, but to prevent; and not only do we keep the peace, but we must also make peace a long-term reality. With the Force Intervention Brigade and our unmanned aerial vehicles, all armed groups are aware now that we have the will and means to take robust action at any time. In the coming weeks, we will finalize the review of our military deployment across eastern Democratic Republic of the Congo. We will then have a more flexible Force. We need it to be more agile and ready to deploy when it is needed and where civilians are threatened. That is the Force's new paradigm. Our rules of engagement are clear. Our mandate is clear. Our determination is clear.

After the military defeat of the M-23, it now is important to implement the Nairobi declarations. There are credible reports that the military recruitment of the M-23 did not cease after the Nairobi declarations were signed. There are also credible reports of emerging M-23 activities in Ituri in north-eastern Congo. I call upon the Government of the Democratic Republic of the Congo to implement the Nairobi declarations and expedite the disarmament, demobilization and reintegration (DDR) of M-23 ex-combatants. At the same time, I call upon the Governments of Uganda and Rwanda to do everything possible to prevent M-23 elements from sheltering or training troops on their territory. We should tolerate not a military re-emergence of the M-23.

In full support of the Congolese Government and to fulfil its mandated responsibilities, MONUSCO has reoriented and streamlined its priorities along three main axes: security and protection, the stabilization of conflict affected areas and the implementation of the Peace, Security and Cooperation Framework for the

Democratic Republic of the Congo and the Region. I will now talk along those three lines.

First, with regard to security and protection, the presence of armed groups is still strong — too strong. We need to keep the momentum. First operations against the Forces démocratiques de libération du Rwanda (FDLR) have cleared some positions. Further operations are being shaped. Operations can be successful, however, only if done jointly with the Congolese army. I encourage the Congolese forces to do more and to intensify the joint planning and execution of operations against the FDLR. However, remaining realistic, it will be difficult to eliminate the FDLR completely by military actions alone. Through military pressure, the FDLR must be left with no choice but to come out of the bush. Its leadership must be left with no choice other than to surrender. Its racist ideology must be left with no choice than to disappear. That is the clear message for 2014, the year we commemorate the twentieth anniversary of the genocide in Rwanda.

The Allied Democratic Forces (ADF) still terrorizes civilians in Ituri and north-eastern Democratic Republic of the Congo. For example, on 13 December in an ADF-controlled area, 21 bodies, including those of eight babies, very young children and pregnant women, were found dead, mutilated and some beheaded. Three of the children were reportedly raped before being murdered. I visited ADF-controlled areas during the past few days. ADF continues to spread terror and horror. On 23 December, it attacked Congolese forces in Kamango and Ituri near the Ugandan border. With the help of the Force Intervention Brigade, order could be restored. Military actions against the ADF are expected soon.

In 2013, 151 children, including babies caught in cross-fire and primary school students summarily executed, were killed or maimed as a result of conflict-related violence; 206 underage girls were documented by MONUSCO as having been raped by parties to the conflict. That is only the tip of the iceberg. Their childhood is destroyed; their future is brutally burdened. We cannot and should not remain silent and passive. That is the very reason the Council sent us to the Democratic Republic of the Congo.

After the security incidents of 30 December in Kinshasa and Lubumbashi, renewed abuses of human rights in Ituri and Katanga were recorded as having been committed both by armed groups and by national

security forces. There is zero tolerance in particular for sexual violence and violence against children in conflict. We must stand side by side with the Congolese authorities and the Congolese people to ensure that all the perpetrators are held accountable and brought to justice. I am encouraged by the fact that the amnesty law submitted to Parliament, as promised in Nairobi, will exempt the perpetrators of gross human rights violations from amnesty.

I am glad to announce that, at a Cabinet meeting held on 26 December, the Congolese Government adopted the third national plan for DDR. It also introduced an amnesty law to Parliament, paving the way for the return of ex-combatants having taken refuge abroad. However, I appeal to the Government to expedite the implementation of its DDR plan so as to allow those combatants who have laid down their arms to reintegrate into civilian life. As demonstrated in the past months, our strategy remains that of neutralizing the threat by our military presence, on the one hand, and stimulating voluntary disarmament, on the other.

In the meantime, around 8,000 combatants have surrendered. That is a good development and we encourage defections. Those who have surrendered — plus the M-23 ex-combatants in the Democratic Republic of the Congo, Uganda and Rwanda — have to be reintegrated into society. The DDR process, however, is still much too slow.

Secondly, force is not the only solution. The civilian component of the Mission is stepping up. The stabilization of areas liberated from the control of armed groups is essential. Our new stabilization support plan has been presented to the Government and to all our international partners. That guiding framework brings the Government, MONUSCO, United Nations agencies and non-governmental organizations together. I call upon all Member States to support the implementation of the stabilization strategy by funding stabilization programmes, including the islands of stability. To that end, the islands of stability are not just a concept. They are areas in which men and women can go to their fields and to the market without fearing being robbed, raped or kidnapped. But, let us be frank — they are not yet territories in which children go to school, the police offer reliable protection, the administration fully functions and women can give birth without risks.

The islands of stability need the full redeployment of regularly paid civil servants, security and law

enforcement agents, social and medical service providers in order to resume the delivery of basic public administration and services to the population. They need lasting engagement in order not only to briefly restore but to permanently consolidate State authority in those areas. The United Nations cannot and should not replace State functions. We need the firm and lasting commitment of the Congolese authorities.

Thirdly, in line with the country's national commitments, 2014 must be a year of continued reform. I welcome President Kabila's address to the nation in which he reiterated that security sector reform must remain the priority of priorities. The Congolese army and defence reform will be achieved only through a change in mindset and mentality.

Peace in eastern Democratic Republic of the Congo can be durable only if the root causes of the conflict are addressed. The restitution of State authority alone is not enough. Only regional cooperation and good governance will provide the peace dividend the population is expecting.

Let me mention one important priority for 2014. Legalizing and regulating the current exploitation and trade of conflict minerals will substantially increase State revenues and will allow the Government to dispose of greater means to govern. The challenge will be to successfully introduce a system of validation of child-labour-free and conflict-free minerals in accordance with international standards. Congo's natural wealth will thereby help finance the economic and social challenges of the country. Obviously, that has to be done in partnership with the Governments of the Democratic Republic of the Congo and of neighbouring States, and the private sector, and with the assistance of the international community.

As I outlined at the outset, democratic institutions in the Democratic Republic of the Congo remain fragile. On 30 December 2013, a group of attackers mounted a coordinated assault on the buildings of the national radio and television, the Ministry of Defence and the airport in Kinshasa. Simultaneous attacks occurred in Kindu and Lubumbashi. Those were clear warning shots to expedite reforms, including on the rule of law, good governance and decentralization, and to nominate the new Government as announced.

On the electoral front, the national budget, which is currently being debated in Parliament, is intended to finance the Independent National Electoral

Commission, in the amount of \$260 million, of which \$40 million is to come from external sources. At the end of 2014, the local elections should kick start the electoral cycle culminating with the presidential elections of 2016.

Peace and prosperity go hand in hand. Turning Goma into an economic hub could be a first step in the right direction. Upgrading its airport and improving road infrastructure will prove to be a decisive turning point for fostering an environment conducive to trade and economic cooperation. That will benefit the population of the entire region. We have submitted proposals to the donor community, and I will continue to lobby for them.

Improved and better integrated regional cooperation is a key element for successful and durable peace. It starts with cooperation among the leaders in the region. That is why I travel regularly to Kampala and Kigali. I was there just last week. I leave it to my partner in peace, Mary Robinson, to elaborate further on that.

The demonstration in Goma on 10 January, during which United Nations vehicles were hijacked by demonstrators, revealed that much still has to be done to restore confidence across borders. MONUSCO and I clearly dissociate ourselves from any racist or ethnic undertones of that demonstration.

In order to meet the challenges of 2014, MONUSCO needs to adapt. The mandate the Council gave us clearly directs us to bundle our strengths where they are most needed. In Kinshasa, a leaner Mission headquarters will provide a more efficient and focused platform for cooperation at the national level with the Congolese Government, United Nations country team members and other national and international partners.

As I address the Council, MONUSCO staff are being redeployed where they are most needed, in the areas affected by armed conflict in the east. Before July, two thirds of our substantive staff will be active in the Mission's operations in the eastern part of the Democratic Republic of the Congo.

The east needs more civil affairs officers, human rights experts, police officers, political analysts and engineers — not to win a war, but to win a lasting peace. In the western provinces, antenna offices will exercise reduced monitoring and reporting functions, ensuring MONUSCO's presence throughout the whole Democratic Republic of the Congo, while intending

to transfer a large part of programmatic tasks and responsibilities to the country team.

The transfer of tasks and responsibilities is a strategic aspect of our reconfiguration. MONUSCO cannot alone make the journey to peace a comprehensive and lasting success. Together, as one United Nations, and with our national and international partners, we can.

(spoke in French)

It remains only for me to thank you, Sir, and the entire staff of the United Nations for the commitment they show daily, their tireless determination to work, even in trying conditions, towards lasting peace in the Democratic Republic of the Congo. In particular, I should like to express my great gratitude for the work and commitment of the United Nations Volunteers, who represent more than one third of the international personnel of MONUSCO, its energy and beating heart.

(spoke in English)

I thank the Council once again for its continued support.

The President *(spoke in Arabic)*: I thank Mr. Kobler for his briefing.

I now give the floor to Mrs. Robinson.

Mrs. Robinson: May I begin by wishing the Security Council a very happy and fruitful new year. May I also join in welcoming the new members of the Council.

I am honoured to address the Council today from Kinshasa, where I am holding meetings with the senior leadership of the country with the view to advancing the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region. I am meeting with President Kabila later this afternoon, so I may indeed have to slip away a little early from this meeting. I apologize for that but trust that the Council will understand.

My last briefing to the Council, on 11 December 2013, took place in the aftermath of the military defeat of the Mouvement du 23 mars (M-23) and preceded the successful conclusion of the Kampala process, with the signing by President Museveni and President Joyce Banda, in Kampala, which I had predicted would happen on 12 December.

The reality today is that the positive atmosphere that then prevailed has vanished, as Martin Kobler

has outlined. The region is going through a period of renewed turbulence. On 25 December, the Allied Democratic Forces rebel group attacked the town of Kamango, an attack during which more than 50 people were killed. On 30 December, the Forces armées de la République démocratique du Congo repelled a series of coordinated attacks in Kinshasa, Lubumbashi and Kindu, leading to the death of more than 100 people. My colleague has outlined that in more detail. In the meantime, as Council members will be aware, the crisis has continued in Central African Republic and fighting erupted in South Sudan between the Government forces and the rebels loyal to former Vice-President Riek Machar.

As we approach the first anniversary of its signing, and despite the fragility of the situation in the region, the Peace, Security and Cooperation Framework remains our best hope for achieving sustainable peace, security, cooperation and development in the Great Lakes region. However, it is essential that the pace of its implementation be increased in order to maximize its impact.

In the past year, the signatories of the Peace, Security and Cooperation Framework achieved some progress in putting instruments and tools in place for its implementation. In the Democratic Republic of the Congo, the national oversight mechanism, established by President Kabila to oversee the implementation of the national commitments, is functioning and requires further strengthening. In addition, a national dialogue involving the majority of political parties was held and a monitoring committee, co-chaired by the Presidents of the two chambers of the National Assembly, was put in place to follow up on the implementation of its outcome. Despite the military defeat of the M-23, the Kampala process between the Government and the M-23 rebel groups reached a political conclusion, which was vital to securing a good future.

At the regional level, the Technical Support Committee was established in May. It worked to develop regional benchmarks, which were adopted by the Heads of State during the second meeting of regional oversight mechanism in September in New York. On 8 and 9 January, the Technical Support Committee concluded the formulation of an action plan, including 15 priority activities, which will be submitted for adoption to the next meeting of the regional oversight mechanism, scheduled for 30 January in Addis Ababa, during the African Union Summit.

The development of the plan of action is structured around the seven regional commitments and the associated benchmarks endorsed by the regional oversight mechanism in September 2013. For each commitment and under each regional benchmark, there is a matrix that includes a list of activities to be undertaken prior to September 2014. Clearly, ownership will be taken of the process, there is a commitment to action and there is a willingness to be monitored and made accountable for that action, which I believe is solid progress.

While all the achievements that I have just mentioned are important steps, it is now essential that the signatories focus strictly on the implementation of national and regional commitments in order to generate the required peace dividends and effect the promised changes in the Great Lakes region.

At the national level, efforts to reform the security sector should be significantly increased and accelerated. This would be essential for the expansion of State authority, particularly in eastern Democratic Republic of the Congo. Another key priority is, as Martin Kobler has said, the swift implementation of an effective disarmament, demobilization and reintegration (DDR) programme to disarm and reintegrate the former combatants of the M-23, including those who are in Uganda and Rwanda, and all the other fighters who have voluntarily surrendered. A prolonged presence of those ex-combatants in cantonment areas without reintegration could persuade some of them to return to an armed group, so time is of the essence.

Should the Parliament of the Democratic Republic of the Congo adopt the amnesty law, as is profoundly hoped, the urgency to deal with the DDR caseloads would become more pressing. Furthermore, it would be crucial for the Independent National Electoral Commission to deliver timely and credible local elections at the end of this year. I had a good meeting with Abbot Apollinaire Malu Malu Muholangu and members of the Commission this morning, in which I encouraged more clarity on the electoral timetable and the budgetary provisions.

While these commitments are to be implemented under the leadership and ownership of the Government of the Democratic Republic of the Congo, it is clear that the process would require the support of donors who have already expressed their readiness to engage the authorities. During my current visit to the

Democratic Republic of the Congo, I have encouraged the Government to designate as early as possible an interlocutor to interact and work with the international partners, including with a view to developing a mutual accountability mechanism.

I have also encouraged the Government to align the roles and responsibilities of the monitoring committee on national consultations with that of the national oversight mechanism to create greater coherence between those structures and avoid possible duplication of efforts. Furthermore, I insisted on the need to closely incorporate civil society into the implementation process of the national commitments, particularly by utilizing the existing consultative mechanism provided as part of the national oversight mechanism.

At the regional level, signatory countries must also begin implementing their commitments. It is now the moment to work towards achieving further economic integration, including by agreeing to implement cross-border economic initiatives, which would benefit the entire region. The World Bank has agreed to fund several regional projects in support of such efforts. In this regard, I also plan to organize, together with the International Conference on the Great Lakes Region (ICGLR), a regional private sector investment forum in the first half of 2014. The forum will seek to build on ongoing initiatives to increase opportunities for investment and job creation in the Great Lakes region.

Concrete confidence-building steps will have to be taken by the countries of the region, in particular by making sure that none are harbouring individuals responsible for grave human rights violations, giving any kind of support or assistance to armed groups or interfering in the affairs of a neighbouring country. As my partner in peace Martin Kobler has indicated, there is worrying evidence that these commitments are not yet being fully implemented by Rwanda and Uganda.

Increased dialogue among the leaders of the region also needs take place. In this regard, it is my intention to help establish a mediated dialogue among relevant Governments and stakeholders through which some of the difficult issues can be discussed. It is the concrete implementation of national commitments in the Democratic Republic of the Congo and commitments at the regional level that would lead to sustainable peace in the region, and this cannot wait any longer.

Following the conclusion of my visit in Kinshasa, I will travel to Luanda tomorrow morning to attend

the summit of Heads of State of the International Conference on the Great Lakes Region. While there, I will have an opportunity to brief the ICGLR member States, most of which are signatories of the Peace, Security and Cooperation Framework, on the plan of action that they would be asked to adopt in a couple of weeks time at regional oversight mechanism meeting in Addis Ababa. I will reiterate to the ministers and Heads of State the message that I have conveyed to the Council today — it is time to tackle the tough decisions that would actually make a difference.

In just over two weeks, the regional oversight mechanism will meet for the third time. The meeting will take place on 30 January in Addis Ababa, on the margins of the African Union Summit. The Heads of State are expected to review and adopt the plan of action for the implementation of the regional commitments. They are also expected to welcome Kenya and the Sudan as new signatories to the Framework. Finally, they will discuss my proposal to hold a private sector investment forum for the Great Lakes region in the first half of the year.

On the margins of the Summit, I will launch the Great Lakes women's platform. The launch is planned to take place at the ministerial segment of the African Union Summit in Addis Ababa. With the platform, I hope to help empower women in the region to ensure effective monitoring and advocacy of the Peace, Security and Cooperation Framework — at both the regional level and that of the Democratic Republic of the Congo — and the implementation of regional and national plans of action, under resolution 1325 (2000), to combat violence against women, support women affected by violence, and ensure women's livelihoods, development and access to clean energy at the local level.

Let me conclude by reiterating that the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region is at an important juncture. Almost one year after it was signed, it continues to hold promise for peace and stability in the region. However, what is most important for meaningful progress is the immediate implementation of all commitments at the national and regional levels in order to bring about concrete peace dividends and lasting improvements in the lives of the people of the region. I look to the members of the Security Council to continue their strong support to the Peace, Security and Cooperation Framework and their

encouragement to all signatories to fully implement their commitments.

I now invite Council members to informal consultations to continue our discussion on the subject.

The President (*spoke in Arabic*): I thank Mrs. Robinson for her briefing.

The meeting rose at 10.40 a.m.